26

STANDING COMMITTEE ON URBAN AND RURAL DEVELOPMENT

(1995-96)

TENTH LOK SABHA

MINISTRY OF RURAL AREAS AND EMPLOYMENT

PREPARATION, MAINTENANCE, UPDATING AND COMPUTERISATION OF LAND RECORDS UNDER CENTRALLY SPONSORED SCHEMES —AN ASSESSMENT

TWENTY-SIXTH REPORT

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LOK SABHA SECRETARIAT
NEW DELHI

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Presented to Lok Sabha on 12 March, 1996
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LOK SABHA SECRETARIAT
NEW DELHI

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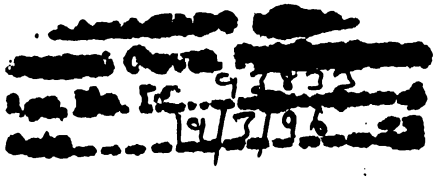

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STANDING COMMITTEE ON URBAN & RURAL DEVELOPMENT (1995-96)

Shri Prataprao B. Bhosale — *Chairman*

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* Ceased to be a Member of the Committee consequent upon his appointment as Minister in the Council of Ministers w.e.f. June 11, 1995

INTRODUCTION

I, the Chairman of the Standing Committee on Urban & Rural Development (1995-96) having been authorised by the Committee to submit the Report on their behalf, present this Twenty-Sixth Report on 'Preparation, Maintenance, Updating and Computerisation of Land Records under Centrally Sponsored Schemes—An Assessment' of the Ministry of Rural Areas & Employment.

2. The Committee took evidence of the representatives of Ministry of Rural Areas & Employment on 21st December, 1995 and 25th January, 1996.

3. The Report was considered and adopted by the Committee at their sitting held on 8th March, 1996.

4. The Committee wish to express their thanks to the Officers of the Ministry of Rural Areas & Employment who appeared before the Committee and placed their considered views. They also wish to thank the representatives of the Ministry of Rural Areas & Employment for furnishing the written replies on the points raised by the Committee.

NEW DELHI;
March 11, 1996

Phalguna 21, 1917 (Saka)

PRATAPRAO B. BHOSALE,
Chairman,
Standing Committee on
Urban and Rural Development.

PART-I

SCHEME OF STRENGTHENING OF REVENUE ADMINISTRATION (SRA) AND UPDATING OF LAND RECORDS (ULR)

CHAPTER I

INTRODUCTORY

States and Union Territories, for long, have not been able to strengthen their revenue machinery and survey and settlement organisations. The work of Revenue Department in the State Governments get very low priority in the allocation of funds as it is considered a non-plan activity.

1.2 The Centrally sponsored Scheme of strengthening of Revenue Administration and Updating of Land Records was launched in 1987-88. Primarily, the Scheme was approved for Bihar and Orissa. During 1989-90 the Scheme was extended to all the States and Union Territories.

1.3 The broad objectives of the Scheme are:

- Strengthening of survey and settlement, organisation for early completion and preparation of land records, in the neglected areas.
- Setting up of survey and settlement organisation especially in the North-Eastern region.
- Pre-service and in-service training of revenue, survey, settlement staff as well as strengthening of training infrastrucutre.
- Facilities for modernisation of survey and settlement operations.
- Strengthening of revenue machinery at village and immediate supervisory levels.

1.4 The Committee note that Land Records are not only the necessary documents for possession, yet they also reflect the history of a nation. They note the laudable efforts made by the British Government to maintain the up-to-date Land Records. Yet the Committee regret to note that there are discrepancies in the implementation of Centrally Sponsored Scheme of Updating of Land Records. The Government could not prepare the correct maps even with the use of latest global technology. Against this background the Standing Committee have taken up the Centrally Sponsored Scheme of Strengthening of Revenue Administration & Updating of Land Records (SRA & ULR). In this part of the Report, the Committee have undertaken a selective analysis concerning major issues of the said scheme.

CHAPTER II

FINANCIAL OUTLAY AND PROGRESS

2.1 The Centrally sponsored scheme of SRA & ULR is funded by the States and Centre on a 50:50 sharing basis. Union Territories are provided full Central assistance.

2.2 For obtaining the Central assistance under the Scheme, States and Union Territories prepare proposals covering one or more objectives which is placed before a 9 member Technical Committee. The Technical Committee considers proposals on the basis of requirement projected by the State/UT, utilisation of funds released during previous years and the progress made under the Scheme. The recommendations of the technical Committee are sent to Finance Division for concurrence.

2.3 As per the written replies furnished before the Committee during the Seventh Five Year Plan Rs. 13.95 crores had been spent against an allocation of Rs. 20.81 crores which is nearly 67.97% of the allocated amount.

2.4 The details on the basis of Performance Budget 1995-96, the Central fund provided under the Scheme and the progress of expenditure since the beginning of Eighth Five Year Plan are as below:—

Year	Budget Allocation (Rs. Crores)	Fund Released (Rs. Crores)	%age utilisation
1	2	3	4
1992-93	19.99	18.95	94.79
1993-94	27.47	24.26	88.31
1994-95	27.47	17.07	62.14
1995-96	18.80	12.43	66.12
Total	93.73	72.71	77.57%

2.5 As per the written information furnished to the Committee, the release of funds for the Central share and their utilisation since 1987-88 is as under:—

Year	Release (in Rs. Lakhs)	Utilisation (in Rs. Lakhs)	Unspent Balance (in Rs. Lakhs)
1	2	3	4
1987-88	200.00	—	200.00
1988-89	296.64	427.99	(—) 131.35

1	2	3	4
1989-90	898.31	152.69	745.62
1990-91	1362.47	483.88	878.59
1991-92	905.42	588.86	316.56
1992-93	1894.85	1137.27	757.58
1993-94	2425.82	1301.89	1123.93
1994-95	1707.43	939.67	767.76

2.6 The position of release of funds towards Central share and their utilisation by States/Union Territories under the Scheme of SLA & ULR from the year 1987-88 to 1994-95 is given at Annexure I. On the basis of the information the utilisation was Rs. 4263.93 lakhs against Central Share of Rs. 9690.93 lakhs which is only 43.99%. Overall, the utilisation by States is very poor except in the case of Maharashtra, Kerala, Daman & Diu. In most of the States utilisation varies between 20 to 40%. However, in Andhra Pradesh, Maharashtra, Nagaland, the achievement is less than 10%. In case of Meghalaya, Sikkim and Dadra & Nagar Haveli they have not reported about the utilisation.

2.7 In the written note the Ministry have stated that the poor utilisation of funds during the Seventh Plan was because of delay in sanctioning the scheme and its expansion to the remaining States. As regards the lower level of expenditure during the Eighth Plan the Ministry have stated that poor utilisation is due to lack of funds in the State Budget, accumulated unspent balance of previous years and delay in release of funds, etc.

2.8 The Committee observe that adequate attention has not been paid towards this Scheme. Land records is a basic document for possession. The absence of correct and up-to-date land records lead to unavoidable land disputes and injure the interests of numerous, small land holders. The Committee note that a very good scheme for updating of land records has been initiated by the Central Government. However, they regret to note the overall poor performance of the scheme during the Seventh & Eighth Plan. The Committee are dismayed to note the declining outlays for the scheme from Rs. 27.47 crores during 1994-95 to Rs. 18.80 crores in 1995-96. They further observe that not only the Budgetary Allocation was meagre during the 7th & 8th Plan but the small amount allocated to States/Union Territories remained unspent.

2.9 The Committee observe that as per the guidelines, State Government should match with equal amount of Centre's share for the scheme. They note that as per the data furnished by the Ministry (para 2.5 above)

matching State's share equivalent to Centre's share has not been allocated except during 1988-89. Even the small amount provided by the Centre could not be utilised and accumulated as unspent balances. It is evident that States are not serious towards the implementation of the Scheme. Of equal concern is the attitude of States towards the Scheme. They do not bother to provide the matching share towards the Scheme as laid down in the guidelines. It is disheartening to note that Centre continued to allocate funds despite the deviation by States from the guidelines, accumulating huge unspent balances and not providing matching share. It is also disturbing to note that Centre releases funds very late during the financial year as acknowledged by the Ministry in their written notes.

2.10 The Committee strongly recommend that concerted efforts should be made in the updating of land records in view of their vital importance. They would like that this Scheme for Updating of Land Records should continue during the Ninth Five Year Plan and outlay under the Scheme should substantially be stepped up to bring about the positive results.

2.11 The Committee urge that besides enhancing Centre's share, it should be ensured that the funds allocated under the Scheme are spent fully by the State Governments. In order to achieve the objectives of the Scheme the funds should be released in a phased manner during the financial year. Further, they would also like to recommend that strict action should be taken against the defaulter States.

CHAPTER III

STANDARDISATION IN THE MAINTENANCE OF LAND RECORDS

3.1 As per the Weighs and Measures Act, 1976 the metric system *i.e.* use of square meters and hectares are to be introduced in Land Records Management. The Committee during their study visit to some of the States *viz.*, Maharashtra, Rajasthan, Haryana, Uttar Pradesh and Madhya Pradesh during 1995-96 have found that most of the States are still preferring to maintain their land records only in acres and decimals. It was also found that local people unofficially use other denominations of their local convenience.

3.2 In the written reply furnished before the Committee the Government have admitted that as per Weighs and Measures Act of 1976, no States has so far found it convenient for the introduction of hectares and square meters. The Secretary during the course of evidence has admitted that some other unit was being used in many States. The reason for this as given in the written notes furnished by the Ministry is that most of the land holding gentry belongs to small and marginal groups, use of hectares is quite inconvenient for them as all of them will require to handle with very long decimal figures.

3.3 The Committee note that there is considerable diversity between the States in the unit of measurement of land. Not only different States have different unit of measurement of land but the respective units of measurement *e.g.* Acre, Bigha & Biswa has different scale in different States. They are dismayed to note the petty excuse furnished by the Government that use of hectare is quite inconvenient for the land holding gentry belonging to small and marginal groups. They feel that sincere efforts have not been initiated by the Government in this regard. The Committee hope that the poor rural gentry could accept the metric system as they have adapted to the system of kilograms and rupees. Of equal concern is that the whole purpose of Weighs and Measures Act 1976 is defeated by the existing practice. Even after identifying it, the Government have not taken any corrective measures so far to adopt a standardised unit of measurement of land. The Committee, therefore, urge that Government should formulate the necessary guidelines in this regard and circulate to States/UTs for strict compliance.

3.4 The Committee also feel that for the success of the programme to bring uniformity in the unit of measurement of land, the acceptance by poor small farmers is necessary. They recommend that the poor gentry should be enlightened about its importance. The media can play an important role in

this regard. Government should take necessary measures to advertise programmes emphasising the need of standardisation of unit of measurement of land on TV, radio and newspapers.

3.5 Further, the Committee found during their on the spot study visit to some of the States during 1995-96 that there was considerable diversity between States in the matter of the size of the map proportionate to the plot of land to which that map belongs. In some States there were big maps for the small land holding whereas in other States the size of maps was so small as compared to the plot of land which was so big. The Committee would like that Government should set some sort of standards in respect of the size of map as compared to the plot of land. Further it should be specified that the specific standard quality of materials like paper and ink should be used to ensure their durability and longevity.

3.6 The Committee also note that different States have adopted different system of maintenance of land records. As stated by the Ministry in the written notes the lowest level at which such records are maintained varies from State to State. Some States have records at the village level while other maintain at block level. The Committee would like to recommend that Land Records maintained at Village/Block Level should be well preserved so that individuals may have easy excess to obtain the land records.

CHAPTER IV

SURVEY/RE-SURVEY AND SETTLEMENT IN STATES AND UNION TERRITORIES

4.1 The important stages in the survey/re-survey, settlement/ consolidation are made as per the State Laws relating to survey and settlement which determine the steps to be taken in the sequence, from the date of issuing of notification for survey settlements, dates of Khanapuri Bhujharat, draft publication and final publication.

4.2 On the question, in how many States/UTs, the original survey and settlement has been conducted so far, the Ministry in the written reply have stated:—

> "The original survey settlement operations are reportedly, conducted in most of the States before independence except North-Eastern States where the survey settlement operation has not started yet."

Similarly as per the Annexure IV of the Report of the Committee on Revitalisation of Land Revenue Administration (1995), only in seven States and UTs revisional settlement has been undertaken so far.

Again on the question that in how many States and UTs revisional surveys have been overdue, the Ministry in their written replies have stated that it is overdue in some of the States. However, few States have taken up this work but not finished and the State-wise position require to be collected afresh.

4.3 The Committee observe that survey-resurvey/settlement of land records are overdue in many States/UTs. They also note that the situation is alarming in North-Eastern States where survey/settlement operations have not been started as yet. Further, Central Government do not have up-to-date information regarding survey/re-survey and settlement made in respective States/UTs. The Committee would like to recommend that Government should collect the up-to-date information from the States in this regard. After having the clear and exact position they should chalk out a time bound programme to complete survey/re-survey and settlement in the States where these are overdue. They would also like that more stress should be given towards the North-Eastern States. These States should be given more financial assistance as compared to other States/UTs.

4.4 The Committee also recommend that the Ministry should find out ways and means to simplify survey/re-survey and settlement operations expeditiously.

4.5 Updation of revenue maps are not related to the consolidation activities. At present, the consolidation is undertaken by State Governments but that take several years to complete. The Committee during their said study visit to some of the States have found that updated maps did not reflect the changes made at the time of consolidation.

4.6 Periodical updating of land records, as per the Government reply, are normally undertaken after a fixed number of years that varies from State to State ranging between 5 years to 15 years. On the question in how many States & UTs land records are being updated before and after the consolidation of land holding, the Government in the written replies have stated that consolidation of holding, being a separate programme and a continuous process is going on both during the periodic survey settlement or during other normal period. Hence, updation of land records are not taken up specifically either before or after the consolidation of holding.

4.7 The Committee observe that consolidation of land holdings is done in respective States/UTs as per their State laws. They feel that there is a possibility of consolidation activity being conducted just after the updating of Land Records which will render the whole process of updation as futile exercise because all the land records will change due to the consolidation activity. As such the Committee would like that upgradation of land records and consolidation of land holdings should be well arranged so as to maintain utmost accuracy in the updated land records.

4.8 The Committee note that cities are expanding due to population growth and migration etc. Further, with the expansion of cities more and more village boundaries are coming under the purview of an urban area as per the Urban Land Ceiling Act. They also note that the cities have not maintained up-to-date land records. In view of this the land coming under the purview of Urban Land Ceiling Act are reflected in the rural maps. As such the Committee would like to recommend that Urban & Rural Ministries/Departments should coordinate in the process of updating of land records so that city and village map reflect the exact existing position.

4.9 Further the Committee note that in the case of desolated villages the land falling under their purview is being reflected in the village maps of adjoining areas. The Committee would like to recommend that Government should formulate some sort of guidelines in this regard so that the maps of such desolated villages reflect the exact and correct position.

CHAPTER V

MONITORING

5.1 The Ministry in the written replies furnished before the Committee have stated that physical achievement has not been included in the monitoring mechanism as the same is not quantifiable.

5.2 As per the guidelines issued by the Centre, States/UTs are required to furnish quarterly progress reports regarding the progress of the scheme. The Government in the written notes have stated that most of the States/UTs are not furnishing the information.

5.3 The scheme is to be shared on 50:50 basis by the Centre and States. However, the data regarding utilisation of funds by States as furnished by the Government gives a clear picture that States are not providing the matching shares. The details have been given in Chapter II (Part I) of the Report.

5.4 The Committee are surprised to note that there is no monitoring of actual updating of revenue maps in the Scheme on the ground that physical achievement is not quantifiable. They feel that this might have been the major factor for the poor performance of the scheme as well as low utilisation of funds. They strongly recommend that the guidelines of the scheme should be revised to give a room for proper monitoring of the programme.

5.5 The Committee also recommend that more transparency is required for better implementation of the scheme. The individuals should have the right to obtain details regarding lands owned by the landowner.

CHAPTER VI

IMPLEMENTATION OF SCHEME OF STRENGTHENING REVENUE ADMINISTRATION AND UPDATING OF LAND RECORDS — A REVIEW

6.1 Centrally Sponsored Scheme for Strengthening of Revenue Administration & Updating of Land Records (SRA & ULR) is being implemented through States/UTs. Financial as well as other aspects of the Scheme have been detailed in the preceding Chapters.

6.2 The Committee during their on-the-spot study visit to some of the States found that the upgraded maps had several discrepancies. In the upgraded maps several topographical details like existing highways, river, nallahs, bandhs, canals, ponds, lakes, projects, grazing lands, main roads, railway lines were missing. Even some of the upgraded maps did not contain certain important elements like boundary stones.

6.3 The Secretary during the course of oral evidence while admitting the discrepancies found in the upgraded maps stated:—

> "We have been trying to impress on the State Governments these points but the deficiencies remain the Law requires that there sould be resettlement after every 20 to 25 years. Fresh maps should be made, records should be freshly prepared and land consolidation should be there. That is all there, but what is happening is that in every effort and every new initiative the output becomes worse than the earlier record. Records which were available earlier were far more accurate than the fresh ones."

6.4 When asked about the reasons for such lapses the Secretary stated:

> "I think that it is the human failure because of which we find such glaring mistakes in almost every village record that Committee had occasioned to visit and this is a part for a very serious concern."

On the question what corrective actions are being contemplated to avoid these discrepancies in future, the Ministry in the written reply forwarded to the Committee have stated that all concerned States are being advised to take up the corrective measures. The Secretary during the course of evidence have also stated that the attention of State Governments has been drawn to rectify the mistakes.

6.5 On the query if the Government have made assessment about the year by which all the land records would be updated in each of the States and UTs, the Government in their written reply have stated that such assessment and fixation of target date does not appear to be feasible as updation of land records is a continuous process.

6.6 The Committee take serious note of the various irregularities in the implementation of the Scheme as pointed out in the preceding Chapters. They stress the need to strengthen the monitoring system in order to ensure not only the proper utilisation of financial resources but also to make the implementing agencies accountable for cases of diversion from the Central guidelines. The Committee need hardly to emphasise that more supervision and inspection are required to achieve the desired results. It should be ensured by the Centre that States strictly adhere to the guidelines and furnish quarterly reports regularly. Strict action should be initiated against the defaulter States. The Committee urge the Government to take immediate corrective measures to identify the existing mistakes in the revised maps. They want the existing mistakes as found out by the Committee, particularly with regard to Government owned land, Panchayat land and common land which seems to have disappeared in the revised maps be rectified. Simultaneously, they also urge the Government to take immediate corrective steps to clearly identify and demarcate the existing public assets/properties like highways, river, nallahs, bandhs, canals, ponds, lakes, projects, grazing lands, main roads, railway lines and specifically the boundary stones, etc. in the revised maps.

6.7 The Committee are disturbed to note that the upgraded maps are worse than the original maps as acknowledged by the Secretary of the Ministry. The Committee strongly recommend that the Government should take immediate corrective measures in this regard. The monitoring mechanism should further be strengthened. They also recommend that a task-force should be constituted to make surprise visits to the places where the said scheme is being implemented. The human failure wherever detected as acknowledged by the Secretary should be dealt with appropriately. The Centre has to play a coordinating role and advise the States for the effective implementation of the Scheme. Instructions should be forwarded to States in this regard to avoid recurrence of such lapses in the future.

6.8 The Committee stress that the Scheme launched by the Centre for upgradation of maps is a good start. The importance of accurate and up-to-date land records can hardly be over-emphasised. They strongly recommend that Centre should prepare an action plan for updating basic land record of each of the village throughout the country. The Committee also recommend that there should be a system of periodical review/updating of land records. In order to make the programme more effective and pragmatic the Government should frame certain norms in this regard and circulate them to States for compliance. It is needless to stress here that the updated land records should be correct and should depict the true picture not only of the position of the land but also the survey plot number, areas, classification of the land, name of the owner, name of the tenant etc.

6.9 The Committee apprehend that the process of Updation of Land Records may not destroy the well preserved British period basic maps of the country. They would like to urge here that before destroying the basic land map of an area, it should be ensured that the revised up-to-date map prepared by whatsoever latest technology correctly depict the ground reality. To assess the correctness of the map, the Government may take the assistance of some Independent agency having expertise in this regard.

6.10 The Committee would also like that necessary steps should be taken by the Government to ensure that the correct up-to-date land records and maps are well preserved.

6.11 The Committee further recommend that Government should review the Scheme to sort out the bottlenecks being faced by States in the implementation of the Scheme.

PART II

SCHEME OF COMPUTERISATION OF LAND RECODS

CHAPTER I

INTRODUCTORY

1.1 Land reforms is an important instrument of change. After Independence it was conceived as an important and integral part of the rural development programme. Certain Specific actions taken in this regard included implementation of decision regarding agricultural land ceiling, distribution of surplus land and compilation of accurate land records. Lack of comprehensive data-base on various facets of land remained as the most significant factor, which hampered implementation of decisions concerning land records. Compilation and updating of land records is the most important component of the measures for introducing land reforms. Their over all success, depends to a large extent on the availability of correct and up-do-date records.

1.2 Computerisation of core data contained in the land records were made to assist development planning to make the records more accessible to the people, planners and administrators. It was initiated to overcome the problems inherent in the manual system of maintenance and updating of land records *vis-a-vis* the requirements of diverse groups of users.

1.3 The broad objectives of the computerisation of land records are:—

— To facilitate easy maintenance and updating of the changes which occur in the land data base.

— To provide for comprehensive symmetry to make the land records tamper proof.

— To provide the required support for implementation of development programme.

— To facilitate preparation of annual set of records in the mechanised process and thereby providing accurate documents for recording details.

— To facilitate detailed planning in the areas of infrastructural development and environmental development.

— To facilitate collection / compilation / supply of all information in reply to standard and adhoc queries on land data.

— To provide a data-base for agricultural census.

— To issue an updated copy of Record of Rights (ROR) to landholders quickly and at a cheaper rate.

1.4 As a programme, during 1988-89, pilot project for computerisation of land records were taken up as a sub-scheme of Agrarian Studies. Upto the year 1992-93, 21 projects on computerisation of land records were taken up. Since 1993-94 the programme was separated from the Scheme of Institutions for Agrarian Studies and came under the category of a Central Sector Scheme. So far, by the end of 1994-95, 99 projects in States and 3 projects in Union Territories have been sanctioned.

1.5 Against this background, the Standing Committee have taken up the programme of Computerisation of Land Records to give a better impetus for solving the bottlenecks faced by the Centre as well as State Governments during the course of its implementation.

CHAPTER II

FINANCIAL OUTLAY AND PROGRESS

2.1 Computerisation of land records is a Central sector scheme with 100% financial assistance by the Centre. Once the Computerisation of Land Records Project is completed in a district, no Central fund is provided. Rather States/Union Territories become responsible for future maintenance and continuation of the project. Funds are provided in two/three instalments which are fixed on the basis of the total project cost of the district. The first instalment is released after the project report of a district is accepted by the National level Steering Committee. Once the National Committee clears the project, second and subsequent instalments of funds are released depending up the submission of physical progress of the project, proper utilisation certificates and Statement of Accounts.

2.2 As per the guidelines issued to State Government, the programme of Computerisation of Land Records in each of the project district shall be completed within a period of 3 years from the date of release of first instalment. The Ministry in the written notes have stated that it is expected to cover the entire country under the programme by the end of the Ninth Plan.

2.3 The position regarding the release of funds to respective State Governments during 1988-89 to 1991-92 has been given at Annexure II. The release of funds which was Rs. 19250 lakhs during 1988-89 declined to Rs. 20.03 lakhs during 1991-92. The following conclusions could be drawn by looking into the release during the said years:

(i) Allocation is steeply declining.

(ii) Most of the States could get the allocation only once during these years. The reason could be the non-utilisation of funds.

2.4 The total budgetary allocation for the Scheme during 8th plan is Rs. 4800.00 lakhs. As per the performance Budget of the Ministry and the

Information provided in the Annual Reports, the financial progress of the scheme since 1992-93 is as under:

Year	Budget Allocation (in Rs. lakhs)	Funds released (in Rs. lakhs)	%age utilisation
1	2	3	4
1992-93	500.0	9.0	1.8
1993-94	800.0	876.0	109.5
1994-95	1120.0	1050.0	93.75
1995-96	2000.0	920.0	46.0
Total	4420.0	2855.0	64.59

2.5 As per the written information furnished by the Ministry upto the current financial year, total project financed by the Central Government covers 102 districts in the entire country, out of which 4 projects have reported completion. During the current year, the total allocation is Rs. 20.00 crores, out of which Rs. 6.50 crores have so far been released to 60 new projects but release of funds to the ongoing projects number 102 could not be made so far as the requisite information regarding physical and financial achievement of the ongoing schemes are to be fully received from States/UTs.

2.6 The Committee note with regret the poor position regarding the release of funds to respective States/UTs. Release of funds which was Rs. 192.50 lakhs during 1988-89 declined to Rs. 20.03 lakhs during 1991-92. They are shocked to know the fact that most of the States could get the allocation only once during the four years i.e. 1988-89 to 1991-92, whereas as per the guidelines each of the project district shall be completed within a period of 3 years from the date of the release of first instalment. Equally alarming is the condition during the 8th Five Year Plan. The percentage utilisation of budgetary allocation is abysmally low i.e. 1.8% during 1992-93 and 46.0% during 1995-96. The Committee would like an explanation of the Government in this regard. They have their own doubts regarding the claim of the Government to cover the entire country by the end of the Ninth Plan.

2.7 The Committee strongly recommend that adequate attention should be paid to the programme of Computerisation of Land Records. They also urge that it should be ensured that the amount sanctioned for the specific project is spent fully. The spending under the programme should be strictly monitored.

2.8 The Committee also recommend that the Computerisation programme should be continued in Ninth Plan. The budgetary allocation should be stepped up. They further like that the budgetary expenditure during 9th Plan should be meticulously calculated to cover the entire country under the programme.

CHAPTER III

TRAINING

3.1 As per the written reply of the Ministry, the National Informatics Centre is responsible for the training of the staff for the computerisation of Land Records programme. As regards the provision for training facilities, expenditure incurred and the number of persons trained, the Government in their written notes have simply stated that training facilities are being provided by State NIC unit. As far as the details regarding the number of trainees, trained so far or the expenditure incurred, the Government have not furnished any information.

3.2 The Committee note that serious thought has not been given to training which is one of the important components of the programme. They express displeasure that the Government do not have any data regarding the number of trainees trained so far or the actual expenditure being met. The Committee would like to be apprised about the details as stated above. They feel that training is the pre-requisite for the success of the computerisation programme. Hence the Committee recommend that more emphasis should be given in this regard.

3.3 The Committee also recommend that all personnel associated with the Scheme should be given necessary training to facilitate themselves with the new technology. The Committee desire that relevant infrastructure for meeting the training facilities should be created.

CHAPTER IV

MONITORING OF THE SCHEME OF COMPUTERISATION OF LAND RECORDS

4.1 As per the written information furnished by the Ministry for effective implementation of the programme of Computerisation of Land Records, monitoring through field inspectors shall be carried out. Officers dealing with the programme at the State Headquarters shall visit programme districts regularly to ensure that the programme is being implemented satisfactorily and that execution of works is in accordance with the prescribed procedures and specifications. Officers at the district and sub-division level shall closely monitor all aspects of the programme through their visits. A schedule of inspection prescribing the minimum number of field visits for each supervisory level functionary from State Headquarters to sub-division level shall be drawn up and strictly adhered to. A copy of the same shall be furnished to Central Government.

4.2 As per guidelines of the Scheme physical targets shall be fixed for each quarter and a detailed quarterly progress report, utilisation Certificates are required to be furnished by State for each of the finanical year in respect of funds actually utilised during the year.

4.3 On the query about the implementation of the guidelines, the Ministry in the written replies furnished that all States are not furnishing quarterly progress reports regularly.

4.4 As per the Ministry's written notes, evaluation studies shall be conducted by the States as well as by those States which have completed their projects under the programme through reputed institutions and organisations having necessary infrastructure and technical expertise. The Government have also furnished the information that recently an evaluation study of the Morena project of Madhya Pradesh has been assigned to LBSNAA, Mussorie the Report of which is awaited.

4.5 The Committee note that as per the guidelines provisions have been made for the physical and financial monitoring by field visits. Further, States are required to furnish the Quarterly Progress Report. They are disturbed to note that the States are not implementing the mandatory provisions of the guidelines as admitted by the Ministry in their written notes. Further, the poor financial and physical achievement of the programme as detailed in Chapter II (Part II) of the Report speaks volume of the poor monitoring of the programme. The Committee stress to strenghten monitoring specifically in view of the fact that the programme is a 100% Centrally funded programme. They would like to recommend that States should be instructed to follow the guidelines strictly. They would

also like to be apprised about the number of field visits carried by the field inspectors and the outcome of such visits. The Committee recommend that States should be required to furnish the reports pertaining to the field visits to the Centre alongwith the corrective measures taken by them. They also urge that the said provisions should be included in the guidelines to be issued by the Centre. Further, they also feel that linkages amongst the different implementing bodies of the Programme at Centre, State, District and village level should be strengthened. Timely evaluation of the programme should also be made compulsory.

4.6 The Committee note that so far only one evaluation study of the Morena Project of Madhya Pradesh has been assigned to LBSNAA, Mussorie the report of which is still awaited. They would like to be apprised about the findings of the said study and the follow-up action by the Government. The Committee also stress that evaluation studies by independent agency/organisation in case of the other 3 completed projects should be expedited.

CHAPTER V

IMPLEMENTATION OF COMPUTERISATION OF LAND RECORDS—A REVIEW

5.1 The Committee note that Computerisation of Land Records Programme was launched as 100% Central by funded programme during 1988-89. Till date 162 districts in the country have been financed by the Centre out of which 4 districts have been completed. They also observe that the programme was initiated with the noble objective to cover the whole country by the end of the Ninth Plan. However, the Committee find that there are certain drawbacks in the implementation of the programme as pointed out in the preceding paragraphs of Part II of the Report. They hope that the Government would take note of the same and take necessary remedial measures.

5.2 The Committee note that Computerisation of Land Records is to prepare a record taking of all basic information, plot-wise as well as owner-wise with other details as available in Khasra and Khatiyan. They feel that Computerisation of Land Records would never be a substitute to the process of updating basic land maps at the ground level. It would not be out of place to mention here that the said programme would not yield the desired results unless the country is ready with the basic data of land records. Hence the Committee would like to recommend that to make the Computerisation programme a success, Government should ensure success of the Scheme of SRA & ULR for preparing up-to-date basic land records of the country.

NEW DELHI;
March 11, 1996

Phalguna 21, 1917 (Saka)

PRATAPRAO B. BHOSALE,
Chairman,
Standing Committee on
Urban and Rural Development.

ANNEXURE-I

Release of funds towards Central share and their utilisation by States/UTs under the Centrally Sponsored Scheme of SRA & ULR (1987-88 to 1994-95)

(Rs. in Lakhs)

S. No.	State/UT	Funds released towards Central Share	Utilisation
1	2	3	4
1.	Andhra Pradesh	135.50	42.48
2.	Arunachal Pradesh	151.00	2.00
3.	Assam	382.125	115.00
4.	Bihar	295.85	149.25
5.	Gujarat	348.125	50.635
6.	Goa	69.69	49.69
7.	Haryana	253.00	64.295
8.	Himachal Pradesh	196.00	85.735
9.	Jammu & Kashmir	583.50	253.49
10.	Karnataka	237.75	33.66
11.	Kerala	358.105	266.63
12.	Madhya Pradesh	1346.975	872.12
13.	Maharashtra	288.25	288.06
14.	Manipur	60.175	0.15
15.	Meghalaya	50.00	not reported
16.	Mizoram	316.25	66.60
17.	Nagaland	69.65	10.36
18.	Orissa	355.615	70.64
19.	Punjab	1155.075	491.59
20.	Rajasthan	549.185	281.11
21.	Sikkim	16.00	not reported
22.	Tamil Nadu	322.23	109.17
23.	Tripura	44.075	16.65
24.	Uttar Pradesh	1155.085	458.10
25.	West Bengal	766.96	378.14
26.	A&N Islands	31.30	14.33
27.	Chandigarh	32.00	8.12
28.	D&N Haveli	25.00	not reported
29.	Delhi	52.00	38.11
30.	Daman & Diu	6.50	6.50
31.	Lakshadweep	funds not released so far to the UT	
32.	Pondicherry	82.16	41.32
	Total	9690.935	4263.935

ANNEXURE-II

Release of funds under the scheme of Computerisation of Land Records during the Period from 1988-89 to 1991-92

(Rs. in Lakhs)

S. No.	Name of State/UT	Release			
		88-89	89-90	90-91	91-92
1	2	3	4	5	6
1.	Andhra Pradesh	25.00	—	—	—
2.	Arunachal Pradesh	—	—	—	—
3.	Assam	25.00	—	—	—
4.	Bihar	20.00	—	—	—
5.	Gujarat	25.00	—	—	—
6.	Goa	—	—	—	—
7.	Haryana	—	15.00	6.00	—
8.	Himachal Pradesh	—	25.00	—	—
9.	Jammu & Kashmir	—	25.00	—	—
10.	Karnataka	—	—	25.00	—
11.	Kerala	—	—	25.00	
12.	Madhya Pradesh	30.00	—	3.00	—
13.	Maharashtra	25.00	—	—	—
14.	Manipur	—	—	25.00	—
15.	Meghalaya	—	—	—	—
16.	Mizoram	—	—	—	—
17.	Nagaland	—	—	—	—
18.	Orissa	32.50	—	—	—
19.	Punjab	—	—	25.00	—
20.	Rajasthan	10.00	10.00	5.00	—
21.	Sikkim	—	—	—	12.00
22.	Tamil Nadu	—	25.00	—	—
23.	Tripura	—	—	25.00	—
24.	Uttar Pradesh	—	25.00	—	—
25.	West Bengal	—	25.00	—	—
26.	A&N Islands	—	—	—	—
27.	Chandigarh	—	—	—	—
28.	D&N Haveli	—	—	—	—
29.	Delhi	—	—	—	8.03
30.	Daman & Diu	—	—	—	—
31.	Lakshadweep	—	—	—	—
32.	Pondicherry	—	—	—	—
	Total	192.50	150.00	139.00	20.03

APPENDIX-I

EXTRACTS OF MINUTES OF THE 21ST SITTING OF THE COMMITTEE ON URBAN AND RURAL DEVELOPMENT (1995-96) HELD ON 21ST DECEMBER, 1995

The Committee sat from 1500 hrs. to 1645 hrs.

PRESENT

Shri Prataprao B. Bhosale — *Chairman*

MEMBERS

2. Shri Girdhari Lal Bhargava
3. Shri Ram Singh Kashwan
4. Shri Gangadhra Sanipalli
5. Shri J. Chokka Rao
6. Shri Prithviraj D. Chavan
7. Shri Devi Bux Singh
8. Shri Subrata Mukherjee
9. Shri Nilotpal Basu
10. Smt. Meera Das
11. Dr. B.B. Dutta
12. Shri Sangh Priya Gautam
13. Shri Surendra Pal Pathak

REPRESENTATIVES OF MINISTRY OF RURAL AREAS AND EMPLOYMENT

1. Shri Vinay Shankar—Secretary
2. Shri Sukumar Das—Director(LR)
3. Shri R. V. Upadhya—Assistant Commissioner(LR)
4. Shri O. P. Sisodia—Research Officer(LR)

SECRETARIAT

1. Smt. Roli Srivastava — *Joint Secretary*
2. Shri G.R. Juneja — *Deputy Secretary*
3. Smt. Sudesh Luthra — *Assistant Director*

2 At the outset the Committee welcomed the representatives of Ministry of Rural Areas & Employment, present at the sitting. Thereafter, the Chairman pointed out various discrepancies as found in the Updation of Land Records in various States, during the on-the-spot visits of the Committee. The Secretary, Ministry of Rural Areas and Employment explained various aspects of Centrally Sponsored Schemes of Preparation. Maintenance, Updation and Computerisation of Land Records. The Secretary also responded to various queries of the Committee on the subject. The verbatim record of the proceedings has been kept.

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* Evidence proceedings relating to other subject has been kept separately.

EXTRACTS OF MINUTES OF THE 24TH SITTING OF THE COMMITTEE ON URBAN AND RURAL DEVELOPMENT (1995-96) HELD ON 25TH JANUARY, 1996.

The Committee sat from 11.00 hrs. to 12.30 hrs. and from 1300 hrs. to 1400 hrs.

PRESENT

Shri Prataprao B. Bhosale — *Chairman*

MEMBERS

2. Shri Prabhulal Rawat
3. Shri J. Chokka Rao
4. Shri Prithviraj D Chavan
5. Shri K.M. Mathew
6. Shri P.R. Kumaramangalam
7. Shri Maruti Deoram Shelke
8. Shri Surendra Pal Pathak
9. Shri Girdhari Lal Bhargava
10. Shri Sukhdev Paswan
11. Shri Dharmabhiksham
12. Shri N. Murugesan
13. Shri Gulam Mohammad Khan
14. Shri Nilotpal Basu
15. Shri Ram Deo Bhandari
16. Shri Shivprasad Chanpuria
17. Shri Sangh Priya Gautam
18. Prof. Vijay Kumar Malhotra
19. Shri Thennala Balkrishna Pillai

SECRETARIAT

1. Smt. Roli Srivastava — *Joint Secretary*
2. Shri G.R. Juneja — *Deputy Secretary*
3. Smt. Sudesh Luthra — *Assistant Director*

REPRESENTATIVES OF THE MINISTRY OF RURAL AREAS AND EMPLOYMENT

1. Shri Vinay Shankar, Secretary
2. Shri P.M. Das, Joint Secretary
3. Shri Sukumar Das, Director (LR)
4. Shri G.B. Upadhyaya, R.O. (LR)

2. At the outset, the Chairman welcomed the representatives of Ministry of Rural Areas and Employment. Thereafter, the Committee sought further clarifications from the representatives of the Ministry of Rural Areas and Employment present at the sitting on the subject 'Preparation, Maintenance, Updating and Computerisation of Land Records under Centrally Sponsored Schemes'. The Secretary, Ministry of Rural Areas and Employment further clarified various provisions relating to the subject. The Secretary also responded to the various queries raised by the members of the Committee. The verbatim record of the proceedings has been kept.

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The Committee then adjourned.

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* Evidence proceedings related to other subject has been kept separately.

EXTRACTS OF MINUTES OF THE 28TH SITTING OF THE COMMITTEE ON URBAN AND RURAL DEVELOPMENT (1995-96) HELD ON 8TH MARCH, 1996.

The Committee sat from 15.00 hrs. to 16.30 hrs.

PRESENT

Shri Prataprao B. Bhosale — *Chairman*

MEMBERS

Lok Sabha

2. Shri P.P. Kaliaperumal
3. Shri P.R. Kumaramangalam
4. Shri Maruti Deoram Shelke
5. Shri Surendra Pal Pathak
6. Shri Girdhari Lal Bhargava
7. Shri Ram Singh Kashwan
8. Shri Sudhir Giri

Rajya Sabha

9. Shri Nilotpal Basu
10. Shri Ramdeo Bhandari
11. Shri Shivprasad Chanpuria
12. Dr. B.B. Dutta
13. Shri B.K. Hariprasad
14. Prof. Vijay Kumar Malhotra

SECRETARIAT

1. Smt. Roli Srivastava — *Joint Secretary*
2. Shri G.R. Juneja — *Deputy Secretary*
3. Smt. Sudesh Luthra — *Assistant Director*

2. The Committee considered and adopted the following draft Reports:

(I) ** ** ** **

(ii) Report on Preparation, Maintenance, Updating & Computerisation of Land Records under Centrally Sponsored Schemes — An assessment, and

(III) ** ** ** **

3. The Committee also authorised the Chairman to finalise the Reports and present the same to the Parliament.

The Committee then adjourned.

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* Sitting proceedings related to other subjects has been kept separately.

APPENDIX II

STATEMENT OF CONCLUSIONS/RECOMMENDATIONS

Sl. No.	Para No.	Recommendation
(1)	(2)	(3)
	PART-I	
1.	2.6	The position of release of funds towards Central share and their utilisation by States/Union Territories under the Scheme of SRA & ULR from the Year 1987-88 to 1994-95 is given at Annexure I. On the basis of the information the utilisation was Rs. 4263.93 lakhs against Central Share of Rs. 9690.93 lakhs which is only 43.99%. Overall, the utilisation by States is very poor except in the case of Maharashtra, Kerala, Daman & Diu. In most of the States utilisation varies between 20 to 40%. However, in Andhra Pradesh, Maharashtra, Nagaland, the achievement is less than 10%. In case of Meghalaya, Sikkim and Dadra & Nagar Haveli they have not reported about the utilisation.
2.	2.8	The Committee observe that adequate attention has not been paid towards this Scheme. Land records is a basic document for possession. The absence of correct and up-to-date land records lead to unavoidable land disputes and injure the interests of numerous, small land holders. The Committee note that a very good scheme for updating of land records has been initiated by the Central Government. However they regret to note the overall poor performance of the scheme during the 7th & 8th Plan. The Committee are dismayed to note the declining outlays for the scheme from Rs. 27.47 crores during 1994-95 to Rs. 18.80 crores in 1995-96. They further observe that not only the Budgetary Allocation was meagre during the 7th & 8th Plan but the small amount allocated to States/Union Territories remained unspent.

1	2	3
3.	2.9	The Committee observe that as per the guidelines, State Government should match with equal amount of Centre's share for the scheme. They note that as per the data furnished by the Ministry (para 2.5 above) matching State's share equivalent to Centre's share has not been allocated except during 1988-89. Even the small amount provided by the Centre could not be utilised and accumulated as unspent balances. It is evident that States are not serious towards the implementation of the Scheme. Of equal concern is the attitude of States towards the Scheme. They do not bother to provide the matching share towards the Scheme as laid down in the guidelines. It is disheartening to note that Centre continued to allocate funds despite the deviation by States from the guidelines, accumulating huge unspent balances and not providing matching share. It is also disturbing to note that Centre releases funds very late during the financial year as acknowledged by the Ministry in their written notes.
4.	2.10	The Committee strongly recommend that concerted efforts should be made in the updating of land records in view of their vital importance. They would like that this Scheme for Updating of Land Records should continue during the Ninth Five Year Plan and outlay under the Scheme should substantially be stepped up to bring about the positive results.
5.	2.11	The Committee urge that besides enhancing Centre's share, it should be ensured that the funds allocated under the Scheme are spent fully by the State Governments. In order to achieve the objectives of the Scheme the funds should be released in a phased manner during the financial year. Further, they would also like to recommend that strict action should be taken against the defaulter States.
6.	3.3	The Committee note that there is considerable diversity between the States in the unit of

1	2	3
		measurement of land. Not only different States have different unit of measurement of land but the respective units of measurement *e.g.* Acre, Bigha & Biswa has different scale in different States. They are dismayed to note the petty excuse furnished by the Government that use of hectare is quite inconvenient for the land holding gentry belonging to small and marginal groups. They feel that sincere efforts have not been initiated by the Government in this regard. The Committee hope that the poor rural gentry could accept the metric system as they have adapted to the system of kilograms and rupees. Of equal cocnern is that the whole purpose of Weighs and Measures Act 1976 is defeated by the administering practice. Even after identifying it, the Government have not taken any corrective measures so far to adopt a standardised unit of measurement of land. The Committee, therefore, urge that Government should formulate the necessary guidelines in this regard and circulate to States/UTs for strict compliance.
7.	3.4	The Committee also feel that for the success of the programme to bring uniformity in the unit of measurement of land, the acceptance by poor small farmers is necessary. They recommend that the poor gentry should be enlightened about its importance. The media can play an important role in this regard. Government should take necessary measures to advertise programme emphasising the need of standardisation of unit of measurement of land on TV, radio and newspapers.
8.	3.5	Further, the Committee found during their on the spot study visit to some of the States during 1995-96 that there was considerable diversity between States in the matter of the size of the map proportionate to the plot of land to which that map belongs. In some States there were big maps for the small land holding whereas in other States the size of maps was so small as compared to the plot of land which was so big. The Committee would like that Government should set some sort of standards in respect of the size of map as compared to the plot of land. Further it should be specified that the specific

1	2	3
		standard quality of materials like paper and ink should be used to ensure their durability and longevity.
9.	3.6	The Committee also note that different States have adopted different system of maintenance of land records. As stated by the Ministry in the written notes the lowest level at which such records are maintained varies from State to State. Some States have records at the village level while other maintain at block level. The Committee would like to recommend that Land Records maintained at Village/ Block Level should be well preserved so that individuals may have easy excess to obtain the land records.
10.	4.3	The Committee observe that survey-resurvey/ settlement of land records are overdue in many States/UTs. They also note that the situation is alarming in North-Eastern States where survey settlement operations have not been started as yet. Further, Central Government do not have up-do-date information regarding survey/re-survey and settlement made in respective States/UTs. The Committee would like to recommend that Government should collect the up-to-date information from the States in this regard. After having the clear and exact position they should chalk out a time bound programme to complete survey/re-survey and settlement in the States where these are overdue. They would also like that more stress should be given towards the North-Eastern States. These States should be given more financial assistance as compared to other States/UTs.
11.	4.4	The Committee also recommend that the Ministry should find out ways and means to simplify survey/ re-survey and settlement operations expeditiously.
12.	4.7	The Committee observe that consolidation of land holdings is done in respective States/UTs as per their State laws. They feel that there is a possibility of consolidation activity being conducted just after the updation of Land Records which will render the whole process of updation as futile exercise because

1	2	3
		all the land records will change due to the consolidation activity. As such the Committee would like that upgradation of land records and consolidation of land holdings should be well arranged so as to maintain utmost accuracy in the updated land records.
13.	4.8	The Committee note that cities are expanding due to population growth and migration etc. Further, with the expansion of cities more and more village boundaries are coming under the purview of an urban area as per the urban land ceiling Act. They also note that the cities have not maintained up-to-date land records. In view of this the land coming under the purview of urban land ceiling Act are reflected in the rural maps. As such the Committee would like to recommend that Urban & Rural Ministries/ Department should coordinate in the process of updation of land records so that city and village map reflect the exact existing position.
14.	4.9	Further the Committee note that in the case of desolated villages the land falling under their purview is being reflected in the village maps of adjoining areas. The Committee would like to recommend that Government should formulate some sort of guidelines in this regard so that the maps of such desolated villages reflect the exact and correct position.
15.	5.4	The Committee are surprised to note that there is no monitoring of actual updating of revenue maps in the Scheme on the ground that physical achievement is not quantifiable. They feel that this might have been the major factor for the poor performance of the Scheme as well as low utilisation of funds. They strongly recommend that the guidelines of the Scheme should be revised to give a room for proper monitoring of the programme.
16.	5.5	The Committee also recommend that more transparency is required for better implementation of the Scheme. The individuals should have the right to obtain details regarding lands owned by the landowner.

1	2	3
17.	6.6	The Committee take serious note of the various irregularities in the implementation of the Scheme as pointed out in the preceding Chapters. They stress the need to strengthen the monitoring system in order to ensure not only the proper utilisation of financial resources but also to make the implementing agencies accountable for cases of diversion form the Central guidelines. The Committee need hardly to emphasise that more supervision and inspection are required to achieve the desired results. It should be ensured by the Centre that States strictly adhere to the guidelines and furnish quarterly reports regularly. Strict action should be initiated against the defaulter States. The Committee urge the Government to take immediate corrective measures to identify the existing mistakes in the revised maps. They want the existing mistakes as found out by the Committee, particularly with regard to Government owned land, Panchayat land, and common land which seems to have disappeared in the revised maps be rectified. Simultaneously, they also urge the Government to take immediate corrective steps to clearly identify and demarcate the existing public assets/properties like highways, river, nallahs, bandhs, canals, ponds, lakes, projects, grazing lands, main roads, railway lines, and specifically the boundary stones, etc. in the revised maps.
18.	6.7	The Committee are disturbed to note the upgraded maps are worse than the original maps as acknowledged by the Secretary of the Ministry. The Committee strongly recommend that the Government should take immediate corrective measures in this regard. The monitoring mechanism should further be strengthened. They also recommend that a taskforce should be constituted to make surprise visits to the places where the said scheme is being implemented. The human failure wherever detected as acknowledged by the Secretary should be dealt with appropriately. The Centre has to play a coordinating role and advise the States for the effective implementation of the Scheme. Instructions should be forwarded to States in this regard to avoid reccurence of such lapses in future.

1	2	3
19.	6.8	The Committee stress that the Scheme launched by the Centre for upgradation of maps is a good start. The importance of accurate and up-to-date land records can hardly be over-emphasised. They strongly recommend that Centre should prepare an action plan for updating basic land record of each of the village throughout the country. The Committee also recommend that there should be a system of periodical review/updating of land records. In order to make the programme more effective and pragmatic the Government should frame certain norms in this regard and circulate them to States for compliance. It is needless to stress here that the updated land records should be correct and should depict the true picture not only of the position of the land but also the survey plot number, areas, classification of the land, name of the owner, name of the tenant etc.
20.	6.9	The Committee apprehend that the process of Updation of Land Records may not destroy the well preserved British period basic maps of the country. They would like to urge here that before destroying the basic land map of an area, it should be ensured that the revised up-to-date map prepared by whatsoever latest technology correctly depict the ground reality. To assess the correctness of the map, the Government may take the assistance of some Independent agency having expertise in this regard.
21.	6.10	The Committee would also like that necessary steps should be taken by the Government to ensure that the correct up to-date land records and maps are well preserved.
22.	6.11	The Committee further recommend that Government should review the Scheme to sort out the bottlenecks being faced by States in the implementation of the Scheme.

1	2	3
	PART-II	
23.	2.6	The Committee note with regret the poor position regarding the release of funds to respective States/ UTs. Release of funds which was Rs. 192.50 lakhs during 1988-89 declined to Rs. 20.03 lakhs during 1991-92. They are shocked to know the fact that most of the States could get the allocation only once during the four years *i.e* 1988-89 to 1991-92, whereas as per the guidelines each of the project district shall be completed within a period of 3 years form the date of the release of first instalment. Equally alarming is the condition during the 8th Five Year Plan. The percentage utilisation of budgetary allocation is abysmally low *i.e.* 1.8% during 1992-93 and 46.0.% duing 1995-96. The Committee would like an explanation of the Government in this regard. They have their own doubts regarding the claim of the Government to cover the entire country by the end of the Ninth Plan.
24.	2.7	The Committee strongly recommend that adequate attention should be paid to the programme of Computerisation of Land Records. They also urge that it should be ensured that the amount sanctioned for the specific project is spent fully. The spending under the programme should be strictly monitored.
25.	2.8	The Committee also recommend that the Computerisation programme should be continued in Ninth Plan. The budgetary allocation should be stepped up. They further like that the budgetary expenditure during 9th Plan should be meticulously calculated to cover the entire country under the programme.
26.	3.2	The Committee note that serious thought has not been given to training which is one of the important components of the programme. They express displeasure that the Government do not have any data regarding the number of trainees trained so far or the actual expenditure being met. The Committee would like to be apprised about the details as stated

1	2	3
		above. They feel that training is the prerequisite for the success of the computerisation programme. Hence the Committee recommend that more emphasis should be given in this regard.
27	3.3	The Committee also recommend that all personnel associated with the Scheme should be given necessary training to facilitate themselves with the new technology. The Committee desire that relevant infrastructure for meeting the training facilities should be created.
28.	4.5	The Committee note that as per the guidelines provisions have been made for the physical and financial monitoring by field visits. Further, States are required to furnish the Quarterly Progress Report. They are disturbed to note that the States are not implementing the mandatory provisions of the guidelines as admitted by the Ministry in their written notes. Further, the poor financial and physical achievement of the programme as detailed in Chapter II (Part-II) of the Report speaks volume of the poor monitoring of the programme. The Committee stress to strengthen monitoring specifically in view of the fact that the programme is a 100% Centrally funded programme. They would like to recommend that States should be instructed to follow the guidelines strictly. They would also like to be apprised about the number of field visits carried by the field inspectors and the outcome of such visits. The Committee recommend that States should be required to furnish the reports pertaining to the field visits to the Centre alongwith the corrective measures taken by them. They also urge that the said provisions should be included in the guidelines to be issued by the Centre. Further, they also feel that linkages amongst the different implementing bodies of the programme at Centre, State. District and village level should be strengthened. Timely evaluation of the programme should also be made compulsory.
29.	4.6	The Committee note that so far only one evaluation study of the Morena Project of Madhya Pradesh

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		has been assigned to LBSNAA, Mussorie the report of which is still awaited. They would like to be apprised about the findings of the said study and the follow-up action by the Government. The Committee also stress that evaluation studies by independent agency/organisation in case of the other 3 completed projects should be expedited.
30.	5.1	The Committee note that Computerisation of Land Records Programme was launched as 100% Central by funded programme during 1988-89. Till date 162 districts in the country have been financed by the Centre out of which 4 districts have been completed. They also observe that the programme was initiated with the noble objective to cover the whole country by the end of the Ninth Plan. However, the Committee find that there are certain drawbacks in the implementation of the programme as pointed out in the preceding paragraphs of (Part -II) the Report. They hope that the Government would take note of the same and take necessary remedial measures.
31.	5.2	The Committee note that Computerisation of Land Records is to prepare a record taking all basic information, plot-wise as well as owner-wise with other details as available in Khasra and Khatiyan. They feel that Computerisation of Land Records would never be a substitute to the process of updating basic land maps at the ground level. It would not be out of place to mention here that the said programme would not yield the desired results unless the country is ready with the basic data of land records. Hence the Committee would like to recommend that to make the Computerisation programme a success, Government should ensure the success of the Scheme of SRA & ULR for preparing up-to-date basic land records of the country.